

Message Text

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ACTION ORM-02

INFO OCT-01 IO-13 ISO-00 DHA-02 SSO-00 NSCE-00 INRE-00

USIE-00 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 OMB-01 TRSE-00

AID-05 AF-06 ARA-06 EA-07 EUR-12 NEA-10 ABF-01 SCA-01

VO-03 INSE-00 /110 W

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O 151630Z APR 76

FM USMISION GENEVA

TO SECSTATE WASHDC 9396

C O N F I D E N T I A L SECTION 1 OF 2 GENEVA 2948

E.O. 11652: GDS

TAGS: IS, ICEM

SUBJECT: INTERGOVERNMENTAL COMMITTEE FOR EUROPEAN MIGRATION (ICEM)

REF: STATE 088704

1. MISSION HELD EXTENDED MEETING WITH THOMAS ON SUBJECT OF
UPCOMING ICEM EXECUTIVE COMMITTEE SESSION AS REQUESTED REFTEL.
ALL POINTS SET FORTH IN DEPARTMENT'S CABLE WERE MADE CLEARLY
TO THOMAS WHO EXPRESSED APPRECIATION AND UNDERSTANDING OVER
CONTINUED U.S. SUPPORT FOR BASIC ICEM MISSION. ALL DOCUMENTS
RELATED TO EXECUTIVE COMMITTEE MEETING WERE FORWARDED DEPART-
MENT (HA) ON APRIL 6 UNDER REGISTRATION NUMBER 0985803 WITH
EXCEPTION OF REVISIONS TO 1976 BUDGET. THOMAS, WHO LEAVES
FOR U.S. ON APRIL 19 WILL TAKE DRAFT OF 1976 BUDGET WITH HIM
FOR DISCUSSION WITH APPROPRIATE OFFICIALS IN HA. MISSION
WILL ALSO FORWARD COPIES OF 1976 BUDGET REVISION (WHICH IS
NOW BEING PRINTED AT PALAIS DES NATIONS, CURRENTLY THREATENED
WITH RENEWAL OF WORKERS' STRIKE) AS SOON AS AVAILABLE.
THOMAS MADE FOLLOWING POINTS IN EXTENDING DISCUSSION OF
MEETING, PRESENT STATE OF ICEM, AND FUTURE PLANS. HE
UNDOUBTEDLY WILL COVER MUCH THE SAME GROUND IN HIS DIS-
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CUSSIONS IN DEPARTMENT NEXT WEEK. HE STATED THAT KRAHN

OF THE NETHERLANDS WOULD CHAIR THE COMMITTEE MEETING AND THAT THE U.S. WOULD SERVE AS RAPPORTEUR.

2. THOMAS DEVOTED MUCH OF HIS ATTENTION TO THE NAGGING QUESTION OF ICEM'S FINANCIAL SITUATION. HE SAID THAT THE BUDGET DOCUMENT TO BE PRESENTED WOULD SHOW AN EXISTING DIFICIT OF \$759,000, OF WHICH \$527,000 IS IN SECTION ONE, AND \$232,000 IN SECTION TWO. THE BIG PROBLEM, HE RECOGNIZED, IS IN THE LATIN AMERICAN PROGRAM, BUT HE FELT THAT ICEM COULD RECOUP A LARGE PART OF THE DEFICIT REQUIRED BY PICKING UP FUNDS FROM VARIOUS SOURCES, SUCH AS DEVALUATION OF THE SPANISH PSETA, FOR EXAMPLE, THE ANTICIPATED AGREEMENT WITH PORTUGAL (WHICH HE SAID THE GOP HAD PROMISED TO SIGN TWO DAYS BEFORE AT A \$250 PER CAPITA FIGURE) AND OTHER DEVICES SUCH AS THE CHILE PROGRAM FOR WHICH ICEM HAS RECEIVED CONTRIBUTIONS FROM BELGIUM, DENMARK AND NETHERLANDS, SOME CONTINUING ASSISTANCE FROM THE U.S., AND FROM ACTIVITIES IN INDOCHINA. ON BALANCE, THEREFORE, THOMAS WAS CAUTIOUSLY OPTIMISTIC AND DOES NOT PERCEIVE A NEED AT THIS TIME FOR AN ICEM APPEAL FOR AD HOC CONTRIBUTIONS.

3. IN TERMS OF MEMBERSHIP, THOMAS SAID HE IS HOPEFUL THAT AUSTRALIA, WITH ITS NEW GOVERNMENT, WILL EVENTUALLY RETURN TO ICEM MEMBERSHIP. THIS WOULD GIVE THE ORGANIZATION A WELCOME FINANCIAL LIFT. HE REFERRED ALSO TO THE ANTICIPATED RETURN OF THE UNITED KINGDOM TO ICEM COUNCILS NEXT FALL IN AN OBSERVER STATUS.

4. TURNING TO THE SUB-COMMITTEE ON BUDGET AND FINANCE (SCBF), THOMAS STATED THAT THE DIRECTOR'S PROGRAM AND BUDGET PROPOSALS FOR 1977 AND 1978 (BLUE BOOK) WAS A NEW FORMAT CREATED PURSUANT TO SUGGESTIONS MADE BY THE U.S. AT THE LAST COUNCIL SESSION. HE DID NOT CONSIDER THAT THE PROJECTED DEFICIT OF 1.2 MILLION DOLLARS FOR EACH YEAR ON BUDGETS OF 23.6 MILLIONS WAS EXCESSIVE OR PRESENTED INSURMOUNTABLE PROBLEMS. THOMAS COMPLAINED MILDLY THAT, ALTHOUGH UNDER ICEM'S CONSTITUTION SCBF IS CHARGED TO GIVE "COUNSEL AND GUIDANCE" TO THE DIRECTOR, THESE HAD NOT BEEN FORTHCOMING IN THE PAST. THEREFORE, HE HAS

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ELECTED IN THE CURRENT BLUE BOOK TO PUT FORTH THREE PROPOSALS TO MEET THE PROJECTED BUDGETARY DEFICITS (PAGES 170 THROUGH 174). HE IS ANXIOUS THAT MEMBER GOVERNMENTS PROVIDE SOLID REACTIONS TO THESE PROPOSALS AND/OR ALTERNATIVE GUIDANCE.

5. THOMAS DWELLED AT SOME LENGTH ON THE PROPOSAL TO REVISE ICEM'S CONSTITUTION. HE SAID THAT RESPONSE TO

THE PROPOSAL HAD BEEN DISAPPOINTING, WITH ONLY TWELVE OUT OF 33 GOVERNMENT MEMBERS SENDING REPLIES. OF THESE, HE SAID, ONLY THE U.S., SWITZERLAND AND AUSTRIA WERE NEGATIVE, WHILE GERMANY FAVORED THE NAME CHANGE AS WELL AS SOME CHANGES IN FUNCTION, BELGIUM FAVORED SOME CHANGE AND NETHERLANDS WAS NEUTRAL. THE REMAINING SIX GOVERNMENTS HEARD FROM, ACCORDING TO THOMAS, GENERALLY FAVORED THE PROPOSED REVISION. (POSSIBILITY SHOULD BY NO MEANS BE EXCLUDED THAT THERE MIGHT HAVE BEEN SOME WISHFUL SUBJECTIVE THINKING IN ASSESSING THESE REPLIES. MISSION IS TAKING INDIVIDUAL PULSES ON THIS.) THOMAS FELT THAT IF AN AMENDMENT WERE PUT FORWARD AT THE COMMITTEE SESSION, IT MIGHT BE POSSIBLE TO OBTAIN THE NECESSARY TWO-THIRDS VOTE TO ADOPT THE REVISION. THIS, HOWEVER, WOULD EMBARRASS THE U.S. AND HE, THEREFORE, HOPES TO KEEP THE DEBATE GOING WITH FURTHER CONSIDERATION DURING THE FALL MEETING. HE HAD ALSO PLANNED TO PUBLISH REPLIES OF THE MEMBER STATES BUT IN VIEW OF FEW RECEIVED HAS NOW DECIDED AGAINST THIS. HE ANTICIPATES THAT SOME GOVERNMENTS WILL WISH TO MAKE VERBAL ANNOUNCEMENTS CONCERNING THEIR POSITIONS AT THE EXECUTIVE COMMITTEE SESSION. IT IS THEREFORE POSSIBLE THAT REPLIES WILL BE PUBLISHED FOR THE FALL MEETING.

6. ALTHOUGH THE POINTS MADE CONCERNING THE PROPOSED CONSTITUTIONAL REVISION IN PARAS 4 AND 5 OF REFTEL WERE PRESENTED CLEARLY AND REPEATEDLY TO THOMAS, HE

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ACTION ORM-02

INFO OCT-01 IO-13 ISO-00 DHA-02 SSO-00 NSCE-00 INRE-00

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C O N F I D E N T I A L SECTION 2 OF 2 GENEVA 2948

CONTINUED TO MAINTAIN THAT EITHER SOME CHANGE IN ICEM'S CONSTITUTION WAS REQUIRED OR THAT HE NEEDED AUTHORIZATION OF THE EXECUTIVE COMMITTEE TO BREAK THE CONSTITUTION IN DIRECTING ICEM'S OPERATIONS. HE SAID, FOR INSTANCE, THAT ALTHOUGH THE EXTERNAL AUDITORS SHOULD BE CONCERNED ONLY WITH FISCAL MATTERS, THEY TOO HAD RAISED SOME QUESTION AS TO THE PROPRIETY OF ICEM'S MOVING NON-EUROPEAN MIGRANTS. AGREEING THAT ICEM HAD A MANDATE TO MOVE REFUGEES ANYWHERE, THOMAS CONTENDED THAT IT WAS AUTHORIZED TO MOVE MIGRANTS ONLY FROM EUROPE UNDER ITS PRESENT CONSTITUTION. IF HE IS AUTHORIZED TO DISREGARD THIS RESTRICTION, HE CONTINUED, THE CONSTITUTION COULD STAND AS IT NOW EXISTS AND HE WOULD BE ABLE TO OPERATE FREELY. HE ADDED THAT SEVERAL NATIONS HAD EXPRESSED UNHAPPINESS WITH ICEM'S STATUTORY EUROPEAN ORIENTATION, CITING JAPAN AND THAILAND AS EXAMPLES, AND NOTING THAT CANADA HAD STATED IT WAS RETURNING TO ICEM AT THIS TIME ONLY BECAUSE THAT ORIENTATION WAS IN PROCESS OF CHANGE.

7. THOMAS CONTINUED TO SUPPORT THE CONCEPT OF A MORE CONFIDENTIAL

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DYNAMIC ORGANIZATION, SAYING THAT ICEM NEEDED MORE THAN PURE MIGRATION WORK AND HAD TO EXPAND ITS PROGRAMS IN ORDER TO ADEQUATELY SUPPORT EVEN THE "FIRE BRIGADE" CONCEPT. HE POINTED OUT THAT CERTAIN COUNTRIES (MENTIONING NORWAY AND DENMARK) WHILE CONTRIBUTING TO SPECIAL PROGRAMS HAD NEVER MADE CONTRIBUTIONS TO ICEM'S OPERATIONAL BUDGET. SAYING THAT ICEM IS ENGAGED OVER MORE ACTIVELY IN REFUGEE MIGRATION, THOMAS OBSERVED THAT IT IS MOVING MORE RUSSIAN CHRISTIANS TODAY THAN EVER BEFORE IN ITS HISTORY.

8. HE IS ANXIOUS THAT MEMBER GOVERNMENTS GIVE MORE CONSIDERATION AND SPEAK MORE TO PROGRAM ISSUES IN THIS AND FUTURE SESSIONS. LOOKING TO THE FUTURE, THOMAS WONDERED ALOUD WHAT NEW PROBLEMS IN THE REFUGEE AND MIGRATION FIELD MIGHT LOOM AHEAD IN SPAIN, PORTUGAL AND IN THE POSSIBLE EVENT OF COMMUNIST DOMINANCE IN ITALY. FARTHER AFIELD HE SPECULATED AS TO PROBLEMS THAT MIGHT BE CREATED AMONG THE WHITE RHODESIAN POPULATION SHOULD THE PRESENT MINORITY REGIME BE OVERTURNED.

IN SUM, HE AGREED WITH POSITION TAKEN IN REFTEL THAT MORE, RATHER THAN LESS, WORK IN REFUGEE AND MIGRATION MATTERS LOOMED AHEAD FOR ICEM. HE REJECTED, HOWEVER, THE SUGGESTION THAT IN EXPANDING ITS ACTIVITIES ICEM WOULD BE DUPLICATING THE WORK OF OTHER AGENCIES IN THIS FIELD. RATHER, HE SAID, ICEM IS COORDINATING ITS WORK WITH AGENCIES WITH PARALLEL INTERESTS SUCH AS THE UNHCR, THE COUNCIL OF EUROPE, ILO AND THE OECD, ALL OF WHICH ICEM HAD CONSULTED AND WORKED WITH RECENTLY ON VARIOUS PROGRAMS OF MUTUAL INTEREST.

8. COMMENT: THOMAS WAS APPRECIATIVE, AND EAGERLY GRASPED THE OPPORTUNITY TO DISCUSS THE EXECUTIVE COMMITTEE MEETING AND HIS THOUGHTS ON ICEM'S STATUS AND FUTURE. HE FULLY UNDERSTANDS U.S. SUPPORT FOR ICEM'S BASIC MISSION, BUT AT THIS STAGE IS STICKING FIRMLY TO HIS GUNS ON THE MATTER OF CONSTITUTIONAL REVISION AND THE EXPANSION OF ICEM'S FUNCTIONS, WHILE DISAVOWING ANY IMPUTATION OF "EMPIRE BUILDING." RATHER, HE STATES, THE ORGANIZATION NEEDS THESE CHANGES IN ORDER TO CONFORM TO THE WORK IT IS ACTUALLY PERFORMING, MUCH OF CONFIDENTIAL

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IT AT THE REQUEST OF MEMBER STATES. HE WILL UNDOUBTEDLY PURSUE FOREGOING LINES NEXT WEEK IN WASHINGTON, AND MAINTAIN THEM IN COURSE OF EXECUTIVE COMMITTEE SESSION.

ABRAMS

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